

A PRELIMINARY REPORT
ON
HOUSING CONDITIONS AND POLICY
FOR
NEWARK, NEW JERSEY
No. 4 OF A SERIES



THE CENTRAL PLANNING BOARD
OF *MISC*
THE CITY OF NEWARK, NEW JERSEY

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THE CENTRAL PLANNING BOARD
OF
THE CITY OF NEWARK, NEW JERSEY

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11 Commerce Street
Newark 2, N. J.

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OFFICE:

11 COMMERCE STREET
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Market 3-3232 Extension 322

CHARLES F. EVANS, Executive Secretary

CENTRAL PLANNING BOARD OF NEWARK, NEW JERSEY

April 30, 1945

To The Honorable, The Mayor, and The Board of Commissioners
Of The City of Newark, New Jersey

Gentlemen:

In all of our earlier reports we have pointed to the need for improved housing conditions to insure the future welfare of the people and stabilize the economic structure of the City. The report submitted herewith treats with this problem in detail and presents a long-range program of redevelopment and rehabilitation to replace the slum and blighted districts of Newark.

We find that all large American cities are faced with the problem of eliminating slum and blighted neighborhoods. Newark's situation, however, is more acute than those in many other cities of comparable size mainly because it is an old built-up city lacking possibility for expansion to meet the competitive development of modern suburban residential areas.

The problem presented is a formidable one but is not insurmountable if faced courageously and with the united support of the citizens and business interests.

To accomplish a housing program of (1) rebuilding our slum and obsolete areas; (2) rehabilitating our blighted and declining areas and (3) protecting our good residential areas, we propose a long-range coordinated program to be carried out by both private enterprise and public housing agencies. The program must be coordinated so that both private enterprise and public housing will work together in harmony and time their projects accordingly.

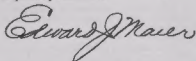
As an introductory step in the private enterprise phase of the program, the Mayor, and other representatives of the Central Planning Board have met with officials of the Prudential Insurance Company and presented a carefully worked out large-scale project for their immediate consideration. If this single project (3,098 units) can be accomplished tangible results would soon be evident. This project is designed to completely eliminate one of our worst slum areas now rife with overcrowding, dilapidated and unsafe buildings and deplorable insanitary conditions. On this site of twenty-eight city blocks would be built a series of more than fifty multi-story fireproof apartment buildings equipped with elevators, incinerators and other modern conveniences, together with a neighborhood community center, large new school, fine play areas, supervised playground and park-like gardens and walks. This project is but one of many similar projects which will be recommended to the City Commission by the Central Planning Board.

In furtherance of the public housing program, the Newark Housing Authority has filed formal application with the National Housing Agency and has received the endorsement of the Newark City Commission for the proposed erection of 5,580 units of low-rental apartments for construction in the first three postwar years.

Completion of these 3,098 private enterprise and 5,580 public housing units—8,678 in total—would represent a splendid initial start in the program recommended in our report to provide 55,500 new dwelling units during the next twenty-five years.

The Central Planning Board urgently recommends effective action by your Board of Commissioners to bring about official adoption of this program as a first step toward providing healthful and wholesome living accommodations for our people.

Respectfully submitted,



Chairman.

CENTRAL PLANNING BOARD
OF THE CITY OF NEWARK

HARLAND BARTHOLOMEW AND ASSOCIATES

CITY PLANNERS - CIVIL ENGINEERS - LANDSCAPE ARCHITECTS

317 NORTH ELEVENTH STREET

SAINT LOUIS, MISSOURI

(12)

HARLAND BARTHOLOMEW

RUSSELL H. RILEY
HARRY W. ALEXANDER

ELDRIDGE LOVELACE
E. O. PEARSON

April, 1945

Central Planning Board
Newark, New Jersey

Gentlemen:

We are pleased to submit herewith our preliminary report on Housing Conditions and Policy for Newark.

The housing problem in Newark is long-standing and increasingly serious. The future well-being of the city is largely dependent upon the successful execution of the program presented herewith. It is essentially a community undertaking, calling for the active participation of all citizens and public officials. The challenge can and must be met.

During the preparation of the report, we have had occasion to confer with numerous agencies and individuals, all of whom were most helpful and cooperative. We wish especially to acknowledge the assistance given by the staff of the Newark Housing Authority, the Regional Office of the National Housing Agency, the City Health Department and the City Building Department.

Respectfully submitted,

HARLAND BARTHOLOMEW AND ASSOCIATES

By:

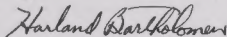


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Summary of Findings and Conclusions

1. *A substantial part of Newark's population occupies dwellings that are below generally accepted minimum standard of health and decency. Of the estimated 118,550 dwelling units existing in Newark in 1945, 38,423 or 30.8 percent either need major repairs or lack private baths, private toilets or private water supply. 7,887 or 20.5 percent of these sub-standard accommodations are occupied by Negroes. This means that more than one-half of all Negroes in the city live in unhealthful and unwholesome quarters.*

2. *Many of the residential structures in Newark have deteriorated to the point where they are no longer fit for use. In 1935, according to a Real Property Inventory conducted by the State Housing Authority, 4,718 out of 44,451 residential structures then existing in Newark were found to be in this category. This represents 10.9 percent of the total number of residential structures. Further depreciation has taken place during the ensuing years since that report was made.*

3. *Newark is predominantly a city of renters. In 1940, 91,985 or 78.7 percent of the 116,757 dwelling units existing at that time, were occupied by tenants; 20,209 or 17.3 percent were owner-occupied, while 4,563 or 4.0 percent were vacant. This percentage is somewhat higher now since there are practically no vacancies in rental properties, and few owner-occupied homes have been erected since 1940.*

4. *The maturity of Newark is reflected by the age of its residential structures. In 1940, 27.6 percent of*

all residential structures were built prior to 1900, while 41.1 percent were built between 1900 and 1919.

5. *A large segment of Newark's population has insufficient income to occupy new housing provided by private enterprise under existing prices and conditions. In 1940, while the average monthly rent for the entire city was \$33.36 per month, 19.0 percent of existing accommodations rented for, or had a rental value less than \$20.00 per month, while 31.6 percent rented between \$20. and \$30. per month. In Essex County, outside of Newark, rentals are substantially higher. Only 24.2 percent of the dwelling units in that area were rented for less than \$30. per month in 1940.*

6. *Relatively little new housing has been provided in Newark within the past sixteen years. From 1921 to 1928 inclusive, a total of 25,999 new dwelling units were built in Newark, an average of 3,249 per year. From 1929 to 1944 inclusive, 6,571 dwelling units were constructed, including 2,736 dwelling units in public housing projects. Excluding the latter, an average of only 244 dwellings have been constructed annually since 1929.*

7. *While Newark experienced a loss in population of 12,577 between 1930 and 1940, there was a substantial increase in the total number of families during the same period. The increase amounted to 7,130 families or 6.8 percent over 1930. The accelerated marriage rate in effect since 1940 will result in a continuation of this trend for some time to come. A future housing program must take these facts into consideration.*

8. *The percentage of new residential construction in Newark to that of Essex County has been steadily decreasing since 1922. Except in 1933 and 1934, at the depth of the depression the percentage has declined, on the average, from 50 percent in 1922 to 2 percent in 1940. Since 1940, there has been a slight increase. Excluding public housing projects an average of 1,214 dwelling units annually have been built in Newark since 1920 as contrasted to 3,420 constructed annually in Essex County outside of Newark during the same period. From 1937 to 1943 inclusive, residential building in the county has averaged 2,000 units per year compared to 112 per year in Newark.*

9. *Deterioration of housing facilities has become so serious in Newark that relatively large areas need to be*

demolished and entirely rebuilt. Areas in which more than 50 percent of the dwellings are substandard aggregate 1,209 acres or 7.95 percent of the entire city area. These substandard areas contain 26,000 dwelling units or 22.0 percent of the total number and a population of 95,400 or 22.2 percent of the 1940 population.

10. *It is estimated that 55,500 new dwelling units should be constructed in Newark in the next twenty-five years to keep pace with demands from new families and to eliminate the present substandard accommodations. This program involves the construction of 2,200 new dwelling units annually. In addition to providing the above new living accommodations during the same period, 22,000 dwelling units should be rehabilitated and modernized.*

Introduction

Health and building authorities have long known that deplorable housing conditions exist throughout Newark. It is a matter of common knowledge that deterioration and obsolescence have blighted large areas in many parts of the city and also in certain sections of the metropolitan area. Thirty years ago the existence of serious housing problems was recognized by the City Plan Commission which stated: "Newark suffers today from the following unhealthful conditions in residence quarters: Dark rooms and dark halls; basement and cellar dwellings, a few privy vaults, cesspools and yard hydrants; streets with no sewers, stables located near residences, uncovered garbage receptacles, poor maintenance of buildings, uncleanly habits of tenants; overcrowding of rooms; serious fire risks."

The acute shortage of living accommodations brought about by the influx of war-workers and the virtual cessation of building has dramatized the problem and brought a general public recognition of its seriousness.

The purpose of this report is to present a graphic analysis of present conditions and to develop a comprehensive housing program designed to effect the gradual elimination of substandard houses in Newark, to encourage and protect good residential neighborhoods, and eventually to rebuild or rehabilitate slums and blighted districts throughout the city.

Housing is a most important part of the urban structure. Streets, parks, playgrounds and other public and semi public uses occupy approxi-

mately forty percent of the total city area. Of the remaining sixty percent, commercial, industrial and other non-residential uses occupy a much smaller area than that devoted to housing. In Newark, the land use studies show that residential property constitutes 44.5 percent of the city's privately developed area. It is obvious, therefore, that the proper location, arrangement and protection of residential sections of the community must be as much a part of the City Plan as the arrangement and coordination of the various facilities to serve them, such as sewer and water lines, streets, transit and transportation lines, public buildings, parks and playgrounds.

From an economic and social standpoint, the general housing situation is of great concern to the citizen and taxpayer. The main sources of revenue to operate the city is derived from real estate taxation and a very substantial part of this income comes from residential property. If areas depreciate in value it becomes necessary to lower tax assessments and tax collections drop. Moreover areas of bad housing and slums are an economic drain on the entire community necessitating large additional outlays for hospitalization, relief, public health, clinics, policing and fire protection. The protection and rehabilitation of its residential neighborhoods, therefore, is of the utmost importance to Newark, both to maintain and increase its revenue and to reduce the heavy costs of its slums.

As brought out in previous reports the history of American cities has been one of shifting populations and land values brought about by uncontrolled

development in the outskirts and abandonment of the older close-in areas. So long as the cities were growing rapidly, the economic losses brought about by this process of unplanned and chaotic expansion were offset by the new values created and the threat to the city's economic stability was not generally appreciated. Now that urban growth has materially slowed down, the process of decay in the central areas continues and these losses can no longer be recouped by new growth on the periphery. The cities are faced on the one hand by diminishing tax revenues and on the other by sharply rising costs of government. *Unless this trend can be reversed in the reasonably near future, more municipal revenue must be obtained from sources other than real estate*

MINIMUM STANDARDS FOR URBAN HOUSING

What are the essentials to more satisfactory housing in Newark? By what standards shall individual homes be judged? What are the neighborhood amenities necessary for the protection and preservation of the whole community structure? The answers to these questions provide a measuring stick for evaluating present housing conditions in Newark as well as a goal for their future improvements. Obviously certain minimum requirements must be met for the maintenance of health and welfare of every citizen of the community. These minimum standards for every dwelling unit might be summarized as follows

1. Each unit should be structurally safe and in a good state of repair
2. Each unit should be provided with running water and a private inside toilet.

3. Every room should be supplied with adequate natural light and air
4. Each unit should be of sufficient size in relation to the family group to prevent overcrowding, or more than one person per room
5. Each unit should be supplied with the means of proper heating and with adequate lighting and cooking facilities.

For the protection and preservation of residential neighborhoods certain minimum standards or essential features might also be listed, such as the following

1. The neighborhood should be homogeneous in character and of sufficient size to maintain and protect its own environment; for example, the area ordinarily tributary to an elementary school.
2. The neighborhood should be provided with all utilities and essential community facilities, including an elementary school and community center and conveniently located shopping districts.
3. Adequate parks and other public recreational facilities should be supplied.
4. The neighborhood should be bounded by main thoroughfares designed in such a manner as to discourage the use of local streets by through traffic.

COMMUNITY RESPONSIBILITY FOR CONDITION OF HOUSING

As previously noted the present conditions of urban housing are the

direct result of past methods of community growth and failure of cities to adopt definite policies either of control or improvements of these conditions. For many years the older central areas have been losing population (See Plate 8 of "Report on Past, Present and Future Population"). Many buildings have been abandoned or torn down. Depreciation and obsolescence have grown steadily worse. Crime, disease and social deterioration have taken a heavy toll. Tax delinquency has reached serious proportions.

ONCE THESE CONDITIONS HAVE BECOME ESTABLISHED IT IS WELL NIGH IMPOSSIBLE TO REVERSE THE TREND. EVEN IF ARRESTED IRREPARABLE DAMAGE HAS BEEN DONE

The individual property owner is helpless in the face of these adverse trends. Any expenditures made on his property for improvements without general improvement of the entire neighborhood is likely to be wasted. The problem must be attacked at its origin and its origin lies both in the past practices of expediency and laissez-faire city development and in the failure of the community to realize or to accept its responsibility for these conditions.

The program to be presented in this report is the responsibility of the entire community and can be effected only through its concerted acts toward the improvement of entire neighborhoods as well as individual homes. Any program that is not thoroughly coordinated with the Comprehensive City Plan cannot be successful.

History of Housing Construction in Newark

An analysis of existing housing in Newark indicates that the past growth of the community has resulted in the creation of three general classes of residential development.

As the older areas nearby the central business district were abandoned by their original occupants in moving to more desirable locations near the city's outskirts or into neighboring communities, they were replaced by a lower income group who were not financially able or interested in maintaining a good standard of housing. As the property depreciated it became a slum, characterized by all the factors which are typical of such areas. *In those areas, the problem is largely one of complete clearance and redevelopment*

Adjoining the central slum district and extending for varying distances outward lies a much larger area in which obsolescence and decay have begun but not yet reached a critical point. These blighted areas are interspersed with residences of various kinds, some of which are structurally sound and well maintained while others are in various stages of deterioration. *In this area, emphasis needs to be placed on rehabilitation rather than complete rebuilding*

The third class of residential development is that composed of the newer houses near the city's outskirts. Generally speaking, these areas are more generously provided with public and private open space than are the older slums and blighted districts and as the houses are relatively new, they are of good standard. *These areas need more effective protection from the influences which produce blight.*

Because of its constricted area and lack of building space, in Newark a somewhat different pattern exists than in other American cities having room to expand. Most new residential construction in recent years has taken place outside the corporate limits in nearby suburban communities, and there are relatively few areas left in the city that do not suffer from blight in varying degree. As the application of remedial measures is always more difficult and expensive than the taking of preventive steps, the City of Newark is confronted with a task of considerable magnitude

THE ROLE OF THE FEDERAL GOVERNMENT IN HOUSING POLICY

The economic collapse which followed the building boom of the 1920's brought sharply to public attention the deplorable housing conditions which existed in all urban communities throughout the United States. Conceived primarily as an employment measure, federal legislation was adopted in 1933 which made it possible to do a limited amount of slum clearance in various communities throughout the country by employment of federal funds. Later this legislation was superseded by the United States Housing Act of 1937 which set up a formula by which local Housing Agencies might construct low-rent housing projects with Federal loans and grants under conditions which would make it possible to meet rental requirements of low income families living in substandard dwellings. In New Jersey, appropriate state legislation was adopted to enable municipali-

ties to take advantage of the federal financial assistance.

The Newark Housing Authority was established in 1937, and immediately undertook the preparation of a low rent public housing program. Since that time, the Authority has

constructed and now operates six projects accomodating 2,435 families and, in addition, operates one federally-owned project for 301 war worker families. Following is a list of these projects. Their location is shown on Plate 8.

TABLE I
PUBLIC HOUSING PROJECTS IN NEWARK

	No. of Dwelling Units	No. of Persons	No. of White Families	No. of Negro Families	Percent of Land Coverage
Pennington Court	236	950	176	60	28.6
Seth Boyden Court	530	1,893	530	0	19.7
Stephen Crane Court	354	1,311	354	0	21.7
James Baxter Terrace	613	2,344	200	413	26.9
Felix Fuld Court	300	1,198	150	150	25.9
John W. Hyatt Court	402	1,530	402	0	24.7
Joseph Bradley Court	301	979	301	0	
	2,736	10,205	2,113	623	

(From "Public Housing in Newark" published Newark Housing Authority November 1944)

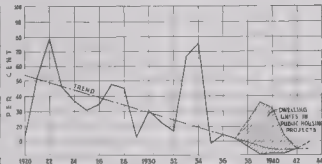
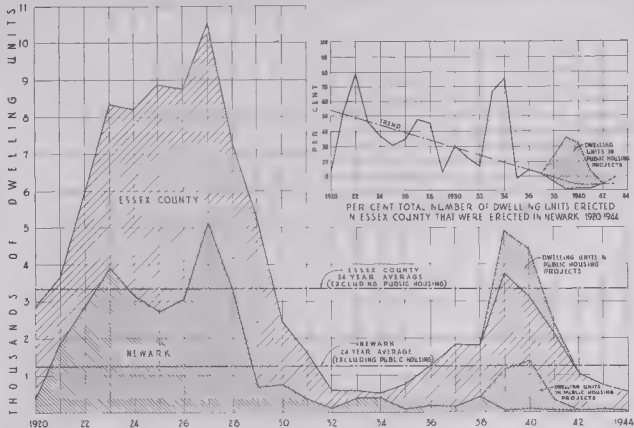
While the Federal low-rent housing program has been valuable in pioneering and showing the way in this important field, and in stimulating interest by private enterprise in the housing problem, its effect on the general situation has been very limited. In Newark, most of the projects were built on vacant land and some of them were in locations remote from school and other community facilities. A comparatively few slum dwellings were removed as a direct result of this program.

Obviously it is impossible for the Federal Government to clear all the slums that now exist in America. To do so would require the expenditure of vast sums and the result would be to remove a substantial part of the urban real estate from the tax base as

public housing projects legally are tax-free even though they pay a service charge to the City in lieu of taxes. While public housing has an important part to play in the postwar period, its major efforts should be directed toward the stimulation of private enterprise to take over a large share of the responsibility.

The Home Owners Loan Corporation is another Federal agency which has influenced the improvement of urban housing during the past few years. This organization prevented many families from losing their homes during the depression by extending assistance in the refinancing of mortgages. It has also encouraged the repair and rehabilitation of a large amount of existing property.

The Federal Housing Administra-



PER CENT TOTAL NUMBER OF DWELLING UNITS ERECTED IN NEWARK THAT WERE ERECTED IN PUBLIC HOUSING PROJECTS, 1920-1944

CENTRAL PLANNING BOARD
OF NEWARK, NEW JERSEY

TOTAL NUMBER OF DWELLING UNITS ERECTED IN NEWARK AND ESSEX COUNTY 1920 - 1944

HARLAND BARTHOLOMEW &
ASSOCIATES
CITY PLANNERS

INFORMATION FROM RECORDS OF NEWARK
BUILDING DEPARTMENT AND NATIONAL HOUSING AGENCY

tion is a third governmental agency which has exerted far-reaching influence on home construction and the general community pattern during recent years. The vast majority of new homes constructed during this period have been dependent upon F. H. A. approval and insurance. (This agency does not make direct loans but rather insures loans made by private institutions). Since the Federal Housing Administration has considerable power in the approval and supervision of these projects it has been in a position to influence and control the direction and extent of urban growth.

Unfortunately, past policies of the Federal Housing Administration have not been directed toward improving the central city. The emphasis has been entirely in the direction of encouraging the sporadic and widely scattered development of small houses in the suburbs.

The so called garden apartment is another form of housing which has proven quite popular in New Jersey, and which has been greatly assisted by Federal Housing Administration sponsorship and approval. None of such projects have been built in Newark.

While the Federal Housing Administration has brought about considerable improvement in the design of individual subdivisions through the establishment of good standards of design as well as technical advice and assistance on particular layouts, past emphasis on their suburban location has done much to foster decentralization in all cities, including Newark.

Recent action of the Newark Planning Board in joining other cities in a move to sponsor legislation to require the Federal Housing Administration to insure at least one mortgage in the central city for each one insured in outlying areas is a move in the right direction. *If the Federal Housing Adminis-*

tration would adopt a policy of assisting large scale rebuilding operations in the central part of the cities, it would greatly encourage private capital to undertake such projects.

RECENT TRENDS

Plate 1 has been prepared to show graphically the trend in housing construction in Newark and Essex County since 1920. The lower portion of the curve represents the number of dwelling units constructed annually in Newark while the upper part of the curve shows the same information for Essex County during the same period. Data for Essex County was obtained from the National Housing Agency from their 1941 study of the housing market in Northern New Jersey.

During the boom period of the 1920's residential construction in Newark was at its peak and in the year 1927 more than 5,000 dwelling units were constructed. Since 1929, relatively little new housing has been provided, and since 1930, not more than 500 units were built in any one year, except for the public housing projects constructed in 1939, 1940 and 1941.

The average number of dwelling units built in Newark annually since 1920 has been slightly over 1,200 (excluding public housing projects). A different picture is presented, however, if the period is divided into two parts i. e., 1921-1928 inclusive, and 1929-1944 inclusive. The average number of units built annually in the first period was 3,249, while during the second period, the average number (excluding public housing) dropped to 224 annually. The Essex County trend followed that of Newark quite closely from 1920 to 1934. Since 1934, in contrast to Newark, there has been a sharp upturn in activity

which continued until curtailed by war conditions which were first felt in 1939. Since 1939, the curve dropped sharply and, in 1944, less than 1,000 dwelling units were constructed. The 24 year annual average in Essex County (including Newark but excluding public housing projects) was approximately 3,300 dwelling units

The small graph in the upper right hand corner of Plate 1, shows the relationship of residential construction in Newark to that of Essex County in terms of percentage of dwelling units built in Newark to the Essex County total. In 1922, more than half of all Essex County dwelling units were built in Newark. Between 1922 and 1932, this ratio dropped rapidly and has continued to decline except in 1933 and 1934 at the depths of the depression. Very little building took place during these two years, but the percentage of that which was built in Newark was high compared to the total in Essex County

There are several significant conclusions to be drawn from the chart. These are.

1. For the past fifteen years the

volume of new housing built in Newark has been insufficient to meet the needs of the community. Since 1929, 3,835 dwelling units have been constructed by private enterprise, and 2,736 have been provided in public housing projects, making a total of 6,571 new residential units. Between 1930 and 1940, there was an increase of 7,130 families regardless of the fact that total population of the city declined during that period. Between 1934 and 1944, 3,214 dwelling units were demolished in Newark, thereby further adding to the deficiency.

- 2 The proportion of new housing provided in Newark to that built in Essex County outside Newark has gradually declined until it is now only about 5 percent of the total
- 3 Public housing represents more than 40 percent of all new residential construction that has taken place in Newark the past fifteen years.

Conditions Caused By Lack of Sound Housing Policies

The Census Reports of 1940 include for the first time detailed information on housing conditions throughout the nation. Information concerning Newark has been published by census tracts and by blocks for the entire city. From these statistics, a series of maps has been prepared to show certain broad characteristics of present housing facilities in Newark by census tracts.

EXISTING HOUSING ITS CONDITION AND CHARACTER

Table 2 is a summary of the various types of dwelling accommodations that existed in Newark in 1940. Inas-

much as there has been little building activity in the city since that time, the figures are approximately correct for the present time.

Although single-family development is a relatively small part of the whole housing picture, it is an important part. Housing conditions in single family neighborhoods are generally more conducive to satisfactory urban living and this type of development should be offered every encouragement and protection.

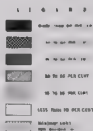
Dwelling accommodations in two-family structures represent approximately 22 percent of the total. This is a particularly popular type of residence in Newark.

TABLE 2
TYPES OF DWELLINGS 1940

Type	Total of Percent	Number of Dwelling Units
1-family detached	13,429	11.50
1 family attached	2,055	1.75
2 family side-by-side	4,350	3.72
2-family other	21,594	18.48
3-family	23,427	20.08
4 family	6,120	5.23
1 to 4-family with business	7,007	6.05
5 to 9 family	21,242	18.22
10 to 19-family	8,524	7.29
20-family or more	8,843	7.55
Other Dwelling Places	166	.13
Total	116,757	100.00

(From 1940 Census Reports)

CENTRAL PLANNING BOARD OF
NEWARK - NEW JERSEY



CITY OF NEWARK - NEW JERSEY

CONDITION OF STRUCTURES AND SANITARY
FACILITIES BY CENSUS TRACTS - 1940

PERCENTAGE OF HOUSEHOLDS IN EACH CENSUS TRACT
LACKING PRIVATE BATH, PRIVATE TOILET OR RUNNING WATER

Multiple dwellings (three or more families) account for approximately seventy five percent of the total number of accommodations. Newark is predominantly a multiple dwelling community which explains its high density of population. These forms of dwellings range from the formerly popular three story cold water walk-up flat to the large multi-story modern apartment house. Many of the former type, of which there are 23,000, were built on small lots, lack modern conveniences and constitute a substantial number of the substandard dwelling units.

CONDITION OF STRUCTURES AND LACK OF SANITARY FACILITIES

Plate 2 shows graphically the condition of structures and sanitary facilities provided in dwelling units throughout the city by census tracts in 1940. The purpose of the drawing is to show in broad outline the general characteristics of housing as it now exists in various parts of the community. A dwelling unit is considered substandard when it requires major repairs or when it lacks a private bath, private indoor toilet, or running water.

According to the census reports, 38,423 dwelling units or 30.8 percent of the total number in the city were deficient in one or more of the ways outlined above. In other words, almost one third of the population of Newark occupies quarters that do not measure to a minimum standard of health and decency. This is an extremely serious situation.

The percentage of reported dwelling units which needed major repairs or

which lacked essential sanitary facilities in 1940 are shown for each of the 98 census tracts in the city. A broad band extending in a north and south direction through the center of the city contains a number of tracts in which more than 60 percent of the dwelling units are deficient in one or more respects and numerous others where this percentage ranges from 35 to 60. This belt contains areas where the worst housing conditions exist, namely the Third and First Wards. Other tracts in the eastern part of the city also show a high percentage of bad housing but these areas are much smaller in extent.

One significant fact revealed by the drawing is that blight in varying degree has spread over almost the entire city area. A few tracts in Weequahic, Vailsburg and Forest Hill are relatively free from houses in bad repair and lacking sanitary facilities, but these areas are the exception.

OVERCROWDING

Plate 3 shows the extent to which overcrowding of dwelling units occurs in the various census tracts of the city. Most health authorities agree that where there are more than 1.5 persons per room in a residence undesirable health and social conditions are likely to exist.

The worst overcrowding takes place in the closely built-up sections of the Third and First Wards where large families are the rule and there is considerable doubling up. Tuberculosis and other communicable diseases thrive under crowded conditions and are more prevalent in these parts of the city than in any other.

More than 6,000 dwelling units or 5.5 percent of those reporting in 1940

CENTRAL PLANNING BOARD OF
NEWARK, NEW JERSEY

HAB AND BAR HOUSING & A TOC 17-1
17-1 BARRING



LEGEND

1 TO 2 PER CENT

3 TO 4 PER CENT

5 TO 6 PER CENT

7 TO 8 PER CENT

9 TO 10 PER CENT

RECORDS
SHOW NO DATA

CITY OF NEWARK, NEW JERSEY
OVERCROWDED CONDITIONS IN DWELLING UNITS BY
CENSUS TRACTS - 1940

- PERCENTAGE OF REPORTED DWELLING UNITS HOUSING MORE THAN 150 PERSONS PER ROOM

were occupied by 1 51 or more persons per room. The majority of these units were located in the central areas of the city.

AGE OF DWELLINGS

Newark is a relatively old city and contains many buildings which have long outlived their usefulness. The 1940 census attempted to determine the year in which all residential structures were built but in a large number of cases was unable to do so accurately. However, authentic data was obtained on more than 60 percent of existing buildings. The figures are as follows:

Total number of reported dwelling units—68,293

Built 1930 1940—3,321 or 4.9 percent

Built 1920 1929—18,036 or 25.4 percent

Built 1900-1919—28,083 or 41.1 percent

Built 1899 or earlier 18,853 or 27.6 percent.

Plate 4 was prepared to show graphically the general location of buildings constructed prior to 1899. These buildings are now 45 years or older and obviously have become outmoded.

The percentage of such buildings to the total number in each tract ranges all the way upward to 92.9. The maximum percentages occur in Tract Number 84 which adjoins the central business district to the northwest and is bounded by High, Orange, Norfolk and New Streets. Three tracts in the Ironbound section contain more than 75 percent old buildings, while others with the same high percentage lie immediately east and north of the downtown business section.

HOME OWNERSHIP

One very striking characteristic of

Newark's housing is the lack of any large homogeneous areas where the majority of the homes are owned by their occupants. The highest percentage of home ownership in any census tract occurs in tract number 21 where 47 percent of the total dwelling units are owner-occupied. This tract, located in Vailsburg, is bounded by South Orange, the western city limits, Varsity Road and Sanford Avenue. There is a higher percentage of home ownership in Vailsburg than in any other sections of Newark but, even there, about two-thirds of the dwellings are tenant-occupied.

Plate 5 shows the extent of home ownership throughout the city. As could be expected, it is very low in the Third Ward, where less than ten percent of all dwelling units are owner-occupied. The same condition prevails through the area east and west of Broad Street, south of the business district and in the First Ward.

In certain sections of the Ironbound District, one out of four dwelling units is owner-occupied. Approximately the same ratio prevails in Roseville and Clinton Hill.

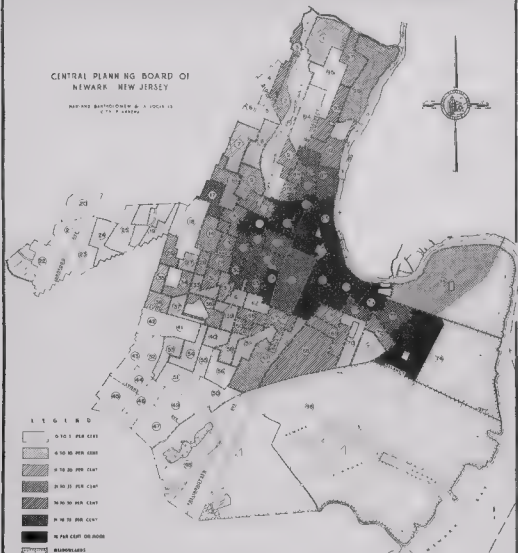
Out of a total of 116,757 dwelling units, 20,209 or 17.3 percent were owner-occupied in 1940.

MONTHLY RENTALS AND FAMILY INCOME

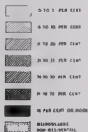
One very important factor in any comprehensive program for improvement of housing is the rent paying ability of the inhabitants of the community. The type of home which a family can afford is determined by the aggregate income of the family. Under present conditions, families with incomes of less than \$1,500 per year are generally forced to live in outmoded accommodations as they cannot afford to build a home or pay more than

CENTRAL PLANNING BOARD OF
NEWARK, NEW JERSEY

REPLACING BARTHOLOMEW & A. JONES 1933
CITY PLAN



LEGEND



CITY OF NEWARK, NEW JERSEY
AGE OF DWELLINGS BY CENSUS TRACTS-1940
PERCENTAGE OF REPORTED DWELLING UNITS
40 YEARS OLD OR OLDER

TABLE 3
CONTRACT OR ESTIMATED RENT ALL REPORTED
DWELLING UNITS 1940

	Reported Owner- Occupied	Reported Tenant- Occupied	A. Reported Dwelling Units	Percent of Total	Cumulative Total
Under \$5	25	61	86	.08	
5 to 9	16	134	150	.14	22
10 to 14	36	520	556	.51	.73
15 to 19	323	5,089	5,412	4.98	5.71
20 to 24	641	13,787	14,428	13.32	19.03
25 to 29	1,364	16,765	18,129	16.74	35.77
30 to 34	1,475	14,590	16,065	14.84	50.61
35 to 39	3,100	18,664	21,764	20.05	70.66
40 to 49	2,765	12,335	15,100	13.95	84.61
50 to 59	2,334	5,088	7,422	6.75	91.36
60 to 64	2,451	2,516	4,967	4.58	95.94
65 to 99	1,723	860	2,583	2.38	98.32
100 and over	1,484	337	1,821	1.68	100.00
Total Reported Dwelling Units	17,737	90,746	108,483	100.00	
All Occupied Units	20,209	91,985	112,194		
Vacant Units			4,563		
Total Dwelling Units			116,757		

(From 1940 Census Reports)

\$25 per month in rent. It is probable that the percentage of owner-occupied units is unable or unwilling to provide new housing at these rent levels and the comparatively few accommodations that have been built in recent years have been Public Housing projects under the auspices of the Newark Housing Authority.

Table 3 shows the estimated rental value of owner-occupied homes and the contract rent of tenant-occupied dwellings within the various rental ranges in Newark as reported by the 1940 census. Although there was some rise in rents from 1940 to the time ceilings were established by the O.P.A.,

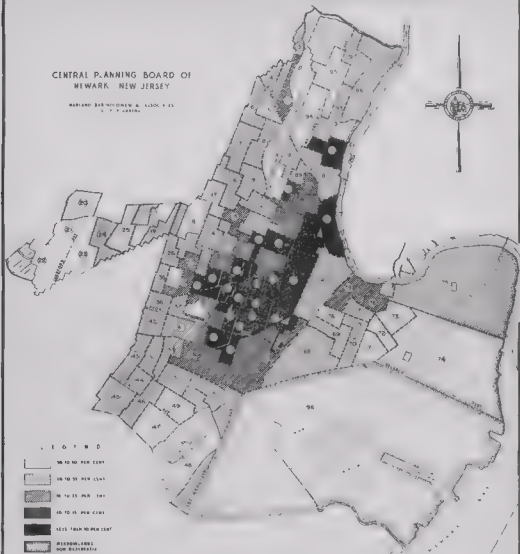
it is believed these changes will not materially affect the data shown in the table.

The following facts are revealed by the table:

1. More than one third of all dwelling accommodations in Newark rent for less than \$25 per month.
2. More than one-half of all dwelling units rent for less than \$30 per month.
3. Less than 10 percent of all dwellings rent for more than \$50 per month.

CENTRAL PLANNING BOARD OF
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MARIAN EMMETT & ASSOC. INC.
NEWARK, N. J.



CITY OF NEWARK, NEW JERSEY
OWNER-OCCUPIED DWELLINGS BY CENSUS TRACTS
1940

PERCENTAGE OF ALL DWELLING UNITS OCCUPIED BY OWNER

The rent-paying ability of Newark citizens is materially less than for those living in Essex County outside of Newark. In Essex County, 13.7 percent of all dwelling units rent for less than \$25 per month, 24.2 percent rent for less than \$30 per month, while 26.6 percent rent for more than \$50 per month. In Elizabeth, rent levels are approximately the same as in Newark.

Income Range	Number of Families in 1940	Percent of Total Families
Less than \$1,000 annually	6,870	5.9
\$1,000 - 1,500 annually	17,850	15.3
1,500 - 2,000 annually	40,510	34.8
2,000 - 2,500 annually	23,900	20.5
2,500 - 4,000 annually	16,100	13.8
4,000 - 5,000 annually	6,650	5.7
Over \$5,000	4,670	4.0
	116,550	100.0

Plate 6 shows the average monthly rentals by census tracts for the entire city in 1940. The shading on the map is darker as the average rental becomes smaller. There are three census tracts where the average monthly rental is less than \$20 per month, two of these are located in the Third Ward (census tracts 30 and 63) and one is located in the First Ward (census tract No. 90). Surrounding these tracts are large areas within which the average rental ranges from \$20 to \$25 per month. The latter range is also prevalent throughout most of the Ironbound district. In the newer part of the city, particularly Weequahic and Vailsburg, there are a number of tracts where the average rental is more than \$50 per month. The prevailing range in this area, however, is from \$35 to \$50 a month. Census tract 41, which is located in the Clinton Hill district, and census

As there is a fairly close relationship between the expenditures made for rent and family income, it is possible to obtain some idea of the prewar economic status of Newark residents. Applying the relationship between incomes and rent paid established by the National Resources Committee in a report entitled "Consumer Expenditures in the United States," the following estimates have been prepared:

tracts 1, 94 and 95 in the Forest Hill section also show rentals of more than \$50 per month.

From the above figures on rentals and incomes in Newark, it is apparent that the city faces a serious problem in rehousing its inhabitants by private enterprise. Those families who have an income insufficient to pay more than \$20 per month either must be provided accommodations by some form of individual relief or publicly subsidized housing or they must continue to occupy substandard dwellings. Rather than undertake the tremendous public housing program necessary to rehouse all these families it would be preferable to utilize the present supply of existing dwellings so far as possible, modernizing and rehabilitating them where necessary by granting certain tax exemptions.

CENTRAL PLANNING BOARD OF
NEWARK, NEW JERSEY

APRIL 21, 1940
1940



LEGEND



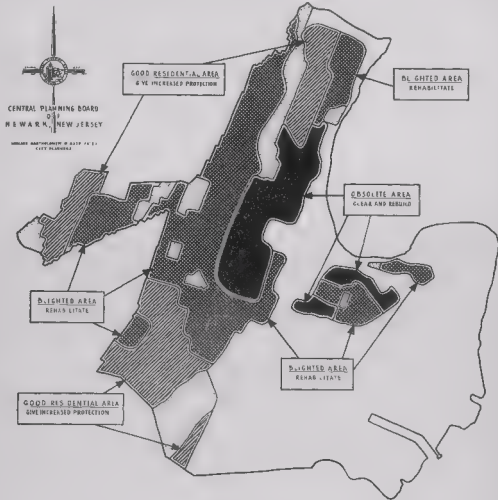
CITY OF NEWARK, NEW JERSEY

AVERAGE MONTHLY RENTALS BY CENSUS TRACTS
1940

AVERAGE MONTHLY CONTRACTED OR ESTIMATED RENT
FOR ALL REPORTED DWELLING UNITS

Another income group which cannot pay more than \$30 per month does not have an opportunity, under present conditions, to occupy new housing. Very little new construction has taken place in Newark during the past fifteen years, and most of that which has been

built rents for substantially more than \$30 a month. *Every effort must be made to reduce construction costs and the tax burden on real estate to the point where private enterprise can provide housing for this large segment of the population.*



A PROPOSED HOUSING PROGRAM FOR NEWARK

A Proposed Comprehensive Housing Program for Newark

Previous chapters in this report have presented factual information showing the nature and extent of the housing situation in Newark. The program to be presented in the following section is designed to meet the situation in a realistic and practical manner and on a comprehensive basis. It is directed toward fulfilling the requirements of all the citizens of Newark and is to be carried out as part of a long-range plan of civic improvement.

Expressed in the simplest terms the program is divided into three parts:

- (a) Protect home neighborhoods
- (b) Rehabilitate the blighted areas
- (c) Clear and rebuild the slums

A diagrammatic presentation of the program is shown on Plate 7.

It is apparent that there are no simple solutions to the complex and long-standing problems that confront the city. The situation demands the mobilization of all of the resources, ingenuity and "know-how" possessed by the community. It calls for leadership of the highest order and the cooperation of all groups of citizens. Failure to achieve the unanimity of purpose and to carry through on a continuing basis can only lead to greater slums, increased blight, higher taxes, eventual jeopardization of real estate values and accelerated exodus from the city. Following is the suggested program:

1. *Strengthen the protection now afforded residential sections of the city where houses are of good standard*

This can be done in the following manner:

(a) *Revision of Zoning Ordinances*

As there are no extensive vacant areas susceptible of development for single family residences, attention should be concentrated on those parts of the city where these homes now exist. Proper zoning and its rigid enforcement is of primary importance in protecting these areas. Neighborhoods begin to deteriorate when, as the houses become older, they are rented to tenants who are not particularly interested in keeping the property in good repair and who, sometimes, either establish boarding and rooming houses or attempt to convert property to some form of multiple dwelling use. Zoning regulations should not only prohibit such uses, but should also provide for the gradual elimination of boarding and rooming houses in single-family districts. Where objectionable non-conforming commercial and industrial uses exist, they should also be gradually forced out by placing a reasonable time limit on their continued use. The Zoning Board of Adjustment should exercise great care in granting variances that would permit new intrusive uses to be established.

(b) *Keep Public Property Clean and in Repair.* Good municipal house-keeping is another aid to preserving the character of home neighborhoods. Keeping the roadways clean and in repair and maintaining the street trees in good condition are examples of what is meant.

(c) *Organize Neighborhood Protective and Improvement Associations*
The preservation of good residential environment cannot be accomplished by small groups of property owners working alone. Some means must be made available to combat the forces which tend to destroy neighborhoods. One means of doing this is through the organization of neighborhood protective and improvement associations in all residential sections of the city.

To be effective, such an association should have a membership representing all parts of the particular neighborhood and all segments of its population. Each citizen would be a potential member, whether he is a property owner or tenant, the principal qualifications for membership being genuine interest in the community's problems and a desire to do something about them. As in all organizations, strong leadership is necessary if effective results are to be accomplished.

The principal function of a neighborhood association is to analyze the factors which have made the area less desirable, or which are threatening to do so and then to work out a plan for improvements shown to be necessary by the study. In working out the improvement plan, technical assistance could be rendered by the Central Planning Board, whose function is to see that the proposals fit in with the Master Plan of the entire city.

There are many things that can be done by a neighborhood organization. Some of them are as follows:

1. Induce owners to keep their property in good repair, well painted and the premises neat and clean
2. Make a survey of the area to determine where violations of the health and zoning laws occur

and call these conditions to the attention of the appropriate public agency or official.

3. Be alert for any attempts to break down zoning restrictions and in such cases appear before the Board of Adjustment or City Commission in opposition.
4. In cooperation with the Central Planning Board and the Board of Education, develop plans to improve educational and recreational facilities
5. Assist the Planning Board in working out plans for discouraging traffic movements through the neighborhood by closing unnecessary streets and by improving the main thoroughfares adjoining the neighborhood.

Plate 8 shows a tentative division of the city into neighborhoods. The limits of these areas are generally main thoroughfares, railroads, industrial districts or other natural or artificial boundary lines. Each neighborhood contains a population sufficient to support an elementary school. Insofar as was possible an attempt was made to make the areas socially homogeneous. Areas that are predominantly industrial or commercial in character were excluded. The suggested division of the city is preliminary in nature and subject to revision when more detailed neighborhood studies are made.

There are a number of neighborhood or civic clubs now in existence in Newark. These could be of great assistance in developing the type of organization referred to above.

2. *Rehabilitate Blighted Neighborhoods.* There are many areas in Newark, which although they have not yet reached a state of complete obsolescence or dilapidation nevertheless are no longer considered good resi-

CENTRAL PLANNING BOARD
OF
NEWARK, NEW JERSEY

MAILED SEPTEMBER 10, 1954
BY PLANNERS

PUBLIC HOUSING DEVELOPMENTS

- (1) NEW YORK COURT
- (2) NEWARK CITY COURT
- (3) NEW YORK COURT
- (4) JAMES P. HANLEY COURT
- (5) JAMES P. HANLEY COURT
- (6) JAMES P. HANLEY COURT
- (7) JAMES P. HANLEY COURT
- (8) JAMES P. HANLEY COURT

CITY OF NEWARK, NEW JERSEY

TYPES OF NEIGHBORHOODS

- NEIGHBORHOODS WITH LOW DENSITY OF HOUSING UNITS (LESS THAN 100 UNITS PER ACRE)
- NEIGHBORHOODS WITH MEDIUM DENSITY OF HOUSING UNITS (100 TO 200 UNITS PER ACRE)
- NEIGHBORHOODS WITH HIGH DENSITY OF HOUSING UNITS (MORE THAN 200 UNITS PER ACRE)
- NEIGHBORHOODS WITH LOW DENSITY OF HOUSING UNITS (LESS THAN 100 UNITS PER ACRE)
- NEIGHBORHOODS WITH MEDIUM DENSITY OF HOUSING UNITS (100 TO 200 UNITS PER ACRE)
- NEIGHBORHOODS WITH HIGH DENSITY OF HOUSING UNITS (MORE THAN 200 UNITS PER ACRE)
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- NEIGHBORHOODS WITH HIGH DENSITY OF HOUSING UNITS (MORE THAN 200 UNITS PER ACRE)
- NEIGHBORHOODS WITH LOW DENSITY OF HOUSING UNITS (LESS THAN 100 UNITS PER ACRE)
- NEIGHBORHOODS WITH MEDIUM DENSITY OF HOUSING UNITS (100 TO 200 UNITS PER ACRE)
- NEIGHBORHOODS WITH HIGH DENSITY OF HOUSING UNITS (MORE THAN 200 UNITS PER ACRE)

NOTE: THIS MAP INDICATES THE GENERAL
TYPICAL DENSITY OF HOUSING UNITS
IN EACH NEIGHBORHOOD IN 1954

dential neighborhoods. These circumstances may be due to the proximity of objectionable industrial development, the encroachment of more intensive or inappropriate uses, failure to properly maintain the residential structures and many other factors. These areas are definitely on the downgrade but have not reached the point where complete rebuilding is necessary. Their continued retrogression, however, will eventually result in slums. A comprehensive housing program must look toward the improvement of these districts. The following specific recommendations are made:

(a) *Remove or close those structures which are unfit for use by vigorous enforcement of the Housing Ordinance authorizing such action.* This ordinance was passed by the City Commission on July 14, 1943 following recommendations of the City Health Department. Its principal provisions are as follows:

The position of Supervisor of Rehabilitation of Dwellings was created. Any building found unfit for human habitation must be rehabilitated, but, if the cost of such rehabilitation exceeds 50 percent of the property's assessed valuation, it must be demolished. If demolished by the city, the cost remains as a lien against the property. Experience to date has been limited but difficulty has been experienced in tracing down ownership. There is also need for a revolving fund of sufficient size to enable the city to undertake a large program of demolition and rehabilitation where the owner refuses or is unable to do so himself. Part of the funds paid annually into the City Treasury by the Newark Housing Authority might appropriately be used for this purpose. The law needs strengthening by adding a penalty clause, and some means must

be found to relieve the supervisor of personal liability when the City removes a building.

(b) *Rehabilitate all dwellings which are in need of repairs to bring them up to acceptable standards of health and decency.* If voluntary action by the property owner cannot be obtained, then force compliance with requirements of the Housing Ordinance referred to in the preceding paragraph.

One reason why landlords are reluctant to modernize their structures is the additional tax levy brought about by such improvements. *As an incentive to making improvements it is suggested that legislation be enacted that would provide limited tax exemption for such improvements.* This legislation should be similar to that recently adopted in New York, its main features being as follows:

It is found as a matter of legislative determination that alterations and improvements to certain existing dwellings which are not now centrally heated and which do not provide within each apartment hot water and a bathroom containing water closet facilities or a bathroom and a water closet or are otherwise substandard and insanitary must be encouraged and induced in order that living quarters meeting proper standards of health, safety and comfort may be made available in such dwellings for the housing of families who are unable to find adequate living quarters which meet with standards or who must vacate their present apartments in dwellings which are to be demolished and replaced by new housing to be constructed under the provisions of the public housing law and the redevelopment companies law.

The law provides that:

1. The city by ordinance may pro-

vide that any increase in assessed valuation resulting from alterations and improvements to property not now centrally located or housing hot water and a bathroom within each apartment shall be exempt from local taxation for a period not to exceed ten years.

2. The improvements shall include central heating and hot water and a bathroom containing water closet facilities within each apartment.
3. Such alterations and improvements shall not be exempted to an extent greater in valuation than the valuation of the land and dwelling so improved.
4. Alterations and improvements exempted under the act shall interfere as little as practicable with urgently needed clearance and rebuilding of substandard and insanitary areas, *and shall be limited to dwellings approved by the City Planning Commission*
5. Rentals in dwellings altered under the law shall not exceed eight dollars per month per living room subsequent to improvement.

Operations carried out under provisions of the law should be limited to areas prescribed by the Planning Board. These areas would be those designated as suitable for rehabilitation rather than redevelopment as shown on Plate 8 of this report. Substandard buildings in areas marked for early clearing should not be extensively repaired as such action would increase their acquisition cost.

While it might be argued that the tax exemption granted under the proposed legislation would cause a decrease

in city tax revenues, it is quite unlikely that very much rehabilitation work would be done without such an incentive and, at the end of the ten year period, the city would be able to assess the improvements made during that time.

In areas where extensive rehabilitation work needs to be done, the neighborhood improvements and protective associations referred to previously will be most helpful in this work. Enforcement of the Housing Ordinance by city officials will be much more effective if the people residing in the neighborhood support and aid this program. The association can also be very effective in persuading individual property owners to voluntarily make such improvements.

Rehabilitation on a large scale might be undertaken by Urban Redevelopment Corporations organized under the New Jersey law which is described in a following chapter. A corporation of this nature logically could acquire and operate blighted property that has not yet reached a stage of deterioration that would necessitate its immediate demolition. The corporation could operate these properties for a number of years until the time was ripe for their inclusion in a redevelopment project. In the meantime, deterioration would have been arrested and the better adjoining areas would have been protected.

One reason why residential areas are no longer desirable is the lack of adequate public open spaces, obsolete and inadequate school and recreational facilities and excessive commercial and other traffic through the areas. In many instances, it will be possible to readjust the internal street system and discourage any traffic movement by closing unnecessary streets and by improving major thoroughfares which

form the boundaries to the district. Gradual modernization of the school system by rebuilding obsolete structures on enlarged sites is an important part of the comprehensive city plan. Every neighborhood should have complete facilities for recreational and cultural activities centered at the elementary school. Here again, the neighborhood association can be very helpful in making the needs of the community known to the public officials.

3 *Rebuild Slum Neighborhoods.* It is estimated that about one-twelfth of the entire city area of Newark should be completely rebuilt. This area contains a present population of 95,000, which is 22 percent of the 1940 population. The redevelopment of these slum areas is essential if Newark is to progress in the future.

The locations of these areas are shown in Plate 8. In general, they are located within a ring surrounding the downtown business district, although in some instances they extend a considerable distance from the center of the city. Within these areas, major problems of health, sanitation, crime and delinquency and poverty exist.

There is no magic formula which will cause these areas to be eliminated and rebuilt. The only way in which such a tremendous job can be accomplished is by the cooperative efforts of the city government and all citizens' groups in Newark. The Planning Board can bring the conditions to public attention and can suggest possible ways and means of solving the problem, but nothing can be accomplished without the organized and wholehearted support of the citizenry.

No redevelopment program can be fully effective unless it is made part of the Newark Comprehensive City Plan. Sporadic efforts to reclaim small areas will not solve the problem. It must be

done on a comprehensive basis as a part of a long-range program of municipal improvements. The City Plan has progressed to a point where a framework has been established within which the redevelopment program should be carried out. These plans will be detailed in later reports, but they are sufficiently outlined now to furnish a sound basis for action.

The three major obstacles to be overcome in any redevelopment program are (1) the high cost of the property to be acquired, (2) the necessity of providing new housing at rentals that can be paid by their future tenants, and (3) the provision of housing accommodations for families displaced in redevelopment areas. These problems are particularly acute in Newark where much of the slum property consists of closely built multiple family dwellings of substantial construction, there is an acute housing shortage and because of the fact that, being an industrial city, a large majority of the people do not have sufficient income to pay rentals that would encourage private enterprise to provide decent housing in slum areas.

Under these conditions, it becomes evident that new means and methods must be developed for public acquisition and clearance of slum areas.

One method is by some form of public housing such as has been done previously in Newark and elsewhere. The other method is to clear these substandard areas as a matter of wise public policy and offer them for redevelopment by private enterprise subject to modern standards of design, construction and improved policies for maintenance and protection. Possibly a part of such areas could be devoted to public housing. All economic groups should be provided for.

The differential in cost of site ac-

acquisition and ultimate price established by lease or sale could be financed in several ways such as a special ad valorem tax or through state or federal loans or grants

The future housing program in Newark must be a combination of these two methods, but the greater emphasis must be placed on encouraging the use of private initiative and funds to do the job.

The following specific recommendations are made

(a) *Continue the program of public low-rent housing as a part of the general redevelopment plan.* Future permanent projects of this nature should be located within the areas marked for redevelopment. The former policy of locating some of the public low-rent projects on vacant property near the outskirts of the city should be discontinued except as noted below. These new projects should be limited to providing housing for these families whose incomes are well below the limits within which private enterprise can operate either now or in the future.

The public housing program should be coordinated with any large scale privately financed developments both as to location and timing. As the majority of the families that will be displaced by any redevelopment project, whether public or private, will be unable to pay an economic rent, some provision must be made for their rehousing in a different part of the city. Part of these families will probably be able to find accommodations in quarters vacated by out-migrant war workers after cessation of hostilities, but many of them must be taken care of in some other manner.

As an exception to the general rule that new public housing projects be

located in close in areas marked for clearance and rebuilding, consideration should be given to constructing some of these projects on property not now occupied by dwellings for the express purpose of providing homes for displaced low-income families during the period rebuilding operations are taking place in the slum areas.

b) *Encourage the formation of Urban Redevelopment Corporations under the provisions of the Urban Redevelopment Corporation Law enacted by the State of New Jersey in 1944.*

This law provides for the creation of such Corporations and empowers them either to acquire land in blighted districts or to take over such land after it has been purchased or condemned by the city. After taking over the property, the Corporation proceeds to rebuild in accordance with plans approved by the Planning Board. These plans may include the construction of new housing, the provision of new public facilities such as schools, parks and playgrounds, the revamping of the street system and the provision of shopping centers. The plans must be carried out in close cooperation with the various public agencies involved.

The law provides that by agreement with the City of Newark, taxes on the improvements may be frozen for a period not to exceed 25 years at an amount equal to that paid by property within the area at the time it was acquired by the Corporation. The use of tax freezing as an incentive to private enterprise redevelopment is justified as a public policy. During the tax-freezing period the city is assured of an annual return equal to or greater than that paid by the area prior to redevelopment and at the end of the tax-freezing period, taxes will be paid on the full value of the property.

Federal legislation is now being con-

sidered that will make long term loans available to cities at very low interest rates for the purpose of acquiring and clearing slum areas. These loans are to be repaid from the revenues derived from sale or lease of the cleared areas to redevelopment corporations. Under this plan the cost of land to the corporation would be greatly reduced and it would be able to pay substantially more taxes to the city.

(c) *Revise the state tax laws to relieve real estate of some of its burden of taxation.* Under the present taxing situation, home builders find it very difficult to construct new residences in Newark that can rent at reasonable rates. Likewise, the construction of garden apartments takes place in the suburbs rather than in Newark. The F.H.A. is unwilling to insure mortgages for new housing in Newark where rentals are under O.P.A. ceilings because of the high percentage of income which must be set aside to meet taxes. Every effort should be made to correct this situation.

SIZE AND SCOPE OF PROPOSED REDEVELOPMENT PROGRAM IN NEWARK

The Newark City Plan is designed to furnish a guide for future public improvements to be made over a 25 year period. The Housing Program is an integral and essential part of the city plan, and its execution should cover the same period.

Analysis of the future housing needs for the city show that there should be approximately 55,500 new dwelling units constructed in the city during the next 25 years and that a total of 22,000 dwelling units should be modernized. Details of this program are shown in Table 4.

The program is based on the premise

that all present and future substandard housing should either be removed and replaced or rehabilitated. There are at the present time 38,423 dwelling units either needing major repairs or lacking private bath, private toilet or private water supply. These substandard units comprise 30.8 percent of the total number of dwelling units in Newark.

TABLE 4
ESTIMATED 25 YEAR HOUSING PROGRAM

(a) Additional dwelling units needed for estimated number of new families	7,317
(b) Present substandard dwelling units removed in redevelopment areas	14,742
(c) Present standard dwelling units to be removed in redevelopment areas	11,321
(d) Present substandard units to be removed in other areas (50% to be removed—50% to be rehabilitated)	11,840
(e) Present standard units that will become substandard in next 25 years and will be replaced (50% to be removed—50% to be rehabilitated)	10,325
	<hr/> 55,545
Average number of new dwelling units to be constructed annually 1945-1970	2,220
Total number dwelling units to be rehabilitated	22,165

14,742 of these substandard units are located in areas marked for redevelopment, all of them must be removed.

23,681 substandard dwellings are located in other parts of the city, largely in those areas where the great need is for rehabilitation on a large scale. It is estimated that half of these will be modernized, and half will be removed.

By reason of increasing age and

deterioration, many dwelling units which now are in good condition will become substandard during the next 25 years. It is estimated that there will be approximately 21,000 of such units, half of which can be kept in a good state of repair by rehabilitation, and half of which will eventually be replaced by new construction.

It is estimated that there will be a population increase in Newark which will require the construction of 7,300 new dwelling units during the next 25 years.

The program set forth above is a large one, including a total expenditure of approximately \$300,000,000, but when broken down into the amount of new constructions needed annually, it does not appear so formidable. 2,200 new dwelling units must be constructed annually to maintain the continuity of the proposed program, while 900 dwelling units should be rehabilitated each year. The annual cost of the program would be approximately \$12,000,000. Between 1921 and 1928, new dwelling units were being built in Newark at an average of 3,249 per year. This was during the boom period, and since 1929, the rate of construction has materially decreased. Excluding public housing projects, only 244 dwelling units have been built annually since 1929.

Because of the lack of available vacant property for new residential construction within the corporate limits of Newark, the future program must be largely that of replacing existing housing.

THE HOUSING MARKET IN NEWARK

Because of the fact that the majority of the large proportion of Newark's population is composed of industrial workers, the rent paying ability is

much lower than in Essex County, outside of Newark. In 1940, the average rental paid per month in Newark was \$33.36, 21.2 percent of the existing accommodations rented for less than \$20 per month, while 44.8 percent rented about \$20 to \$30 per month. *In other words, more than one-half of the existing housing in Newark was occupied by families paying less than \$30 per month.* Under present conditions, it is doubtful that private enterprise could provide accommodations at a price that could be paid by that large segment of the population. Analysis of the proposed housing program indicates that in order to meet the need of the entire population, approximately 20,000 dwelling units should be rented for less than \$25 per month, and approximately 8,250 dwelling units should be rented at between \$25 and \$30 per month. The suggested breakdown of rents for the proposed program follows in Table 5.

TABLE 5
ESTIMATED RENTAL BREAKDOWN
OF PROPOSED HOUSING
PROGRAM

Shelter Rent Range	Total
\$10 - 24 per month	19,880
25 - 29 per month	8,250
30 - 39 per month	11,140
40 - 49 per month	7,740
50 - 59 per month	3,745
60 - 74 per month	4,790
	<hr/> 55,545 <hr/>

In order to determine the lowest rental that privately-built housing can achieve without public assistance in the postwar period in Newark, a study was made of the cost of constructing a 500 unit two-story non-fireproof group of buildings of the row-house type, which, while meeting adequate minimum standards of health and

sanitation as well as building code requirements, would be devoid of frills and extras. Assuming such housing were built on vacant land in Newark valued at \$.25 per square foot and with construction costs 15 percent over 1941, it would cost approximately \$4,017 per four-room dwelling unit. If full taxes were paid at the current rate, the monthly rental for such a house would be approximately \$11.50 per room exclusive of heat. A three-room dwelling unit would rent for \$34.50 per month, while the rental for a five-room unit would be \$57.50. These rents are beyond the reach of the majority of Newark's residents.

From Table 5, it is seen that the potential market for housing renting at \$40 or more per month is 16,275 families. The remaining 39,270 families that cannot afford to pay this much must be given some sort of aid if they are not forced to continue to live in substandard living quarters.

If the hypothetical project described above were built under the terms of the Urban Redevelopment Corporation law with taxes frozen at their level before improvement and land costs were written down by long term loans at low interest rates, it would be possible to reduce the minimum rental to approximately \$10 per room per month. Thus a three-room unit would rent for \$30 per month while a four-room unit would cost \$40 per month. This reduction in rent would make it possible for approximately 7,900 additional families to be furnished new and decent housing by private enterprise. It is estimated that 71 percent of families in Newark's housing market will require not more than two bedrooms. As there are 11,140 families that can pay from \$30 to \$40 per month rent, 71 percent of them could afford either a three or four-room unit.

The total number of families that could be accommodated by private enterprise, either unassisted or aided by tax freezing is estimated at 24,175. A total of 55,595 new dwelling units are required (Table 5) leaving 31,370 families which will require even more public assistance that can be furnished by the Urban Redevelopment law.

Examination of Table 5 indicates a relatively small market exists in Newark for housing renting for more than \$50 per month. However, there are a large number of families now living outside of Newark who would be interested in living nearer their work if desirable accommodations were available. It will be possible under the housing program set forth in this report to attract this higher income group. While no ultra-de luxe accommodations are planned, the redevelopment of complete neighborhoods will make it possible to recreate a pleasant residential environment at reasonable rentals in locations convenient to the business and industrial sections of Newark. Newark now has nothing of that nature to offer the prospective newcomers. This situation must be remedied, and it can be by adhering to the suggested program. If this is not done, the ultimate result will be a constant lowering of the quality of the city's housing occupied only by lower and lower income groups.

If private enterprise cannot develop ways and means to meet this demand, the alternative is an extremely large public housing program or a continuation of the present conditions which have produced a large area of slums and blighted districts in Newark. *This problem is one that must be solved by evolving ways and means of reducing the overall cost of housing to the point where its value would be based on its new use rather than present or prospective higher returns.*

